

## Message Text

SECRET

PAGE 01 CAIRO 07645 091214Z  
ACTION NODS-00

INFO OCT-01 ISO-00 /001 W  
-----031627 091217Z /10

O 091205Z MAR 78  
FM AMEMBASSY CAIRO  
TO SECSTATE WASHDC NIACT IMMEDIATE 6460  
INFO AMEMBASSY TEL AVIV IMMEDIATE

S E C R E T CAIRO 07645

EXDIS (DISTRIBUTE AS NODIS)

DEPT EYES ONLY FOR SAUNDERS, TEL AVIV FOR AMBASSADOR  
LEWIS, FROM EILTS

E.O. 11652: XGDS 1 AND 3  
TAGS: PEPR PGOV EG IS XF  
SUBJECT: SADAT'S LINKING OF SINAI AND PALESTINIAN  
SETTLEMENTS

REF: STATE 59129

1. WHAT SADAT TOLD ROY ATHERTON ABOUT LINKING THE  
IMPLEMENTATION OF THE FINAL PHASES OF AN EGYPTIAN/  
ISRAELI BILATERAL ON SINAI TO A SETTLEMENT OF THE WEST  
BANK/GAZA QUESTION, AND SUBSEQUENTLY INCLUDED IN THE  
ORAL MESSAGE TO BEGIN WHICH WAS NOT SENT, IS NOT RPT NOT  
NEW. HE SAID IT TO ME AT LEAST SEVERAL MONTHS AGO AND  
I REPORTED HIS COMMENT (SEE, FOR EXAMPLE, PARA 9,  
77 CAIRO 23005).

2. I KNOW THAT THIS DIFFERS SOMEWHAT FROM WHAT THE  
SECRETARY INDICATED SADAT SAID TO HIM IN WASHINGTON.  
I NOTE THAT YOU DESCRIBE THAT TALK IN TERMS OF SADAT'S  
REPORTED WILLINGNESS TO CONCLUDE SINAI NEGOTIATIONS ONCE  
A SATISFACTORY DECLARATION OF PRINCIPLES ACHIEVED. AS  
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I UNDERSTOOD THE SECRETARY'S BRIEFING ON THAT PORTION  
OF THE TALK, SADAT SAID HE WOULD PROCEED TO CONCLUDE  
SINAI SETTLEMENT ONCE SATISFACTORY DECLARATION ACHIEVED  
AND WOULD SIGN SUCH BILATERAL IF OTHER ARABS REFUSE TO  
TAKE ADVANTAGE OF DECLARATION AND PARTICIPATE BY  
CONDUCTING THEIR OWN NEGOTIATIONS.

3. I DO NOT THINK THE TWO ARE AS INCONSISTENT AS SURFACE APPEARANCES WOULD SUGGEST. SADAT HAS CONSISTENTLY SAID THAT HE WOULD PREFER TO ASSOCIATE A BILATERAL ON SINAI WITH SOME KIND OF AGREEMENT ON THE WEST BANK/GAZA. FROM SECRET T

A POLITICAL POINT OF VIEW, IN TERMS OF SADAT'S RELATIONS WITH OTHER ARAB STATES, THIS WOULD CLEARLY BE DESIRABLE. HIS CLOSE ADVISERS ARE CONSTANTLY REMINDING HIM OF THIS. DESPITE THEIR DOUBTS, I STILL BELIEVE THAT IF A SATISFACTORY SINAI BILATERAL CAN BE OBTAINED, AND A WEST BANK/GAZA SETTLEMENT TURNS OUT TO BE IMPOSSIBLE NOT BECAUSE OF BEGIN'S HARD-LINE POSITION BUT BECAUSE HUSSEIN AND THE PALESTINIANS ARE UNWILLING TO GO ALONG, SADAT WOULD BE WILLING TO CONSIDER GOING IT ALONE. BUT SO LONG AS BEGIN MAINTAINS HIS POSITION OF THE NON-APPLICABILITY OF UN RESOLUTION 242 TO THE WEST BANK/GAZA, SADAT IS NOT LIKELY TO SIGN, LET ALONE IMPLEMENT, A SINAI BILATERAL. IN OTHER WORDS, THE RESPONSIBILITY FOR FAILURE TO MOVE ON THE WEST BANK/GAZA MUST BE DEMONSTRABLY ATTRIBUTABLE TO HUSSEIN AND THE PALESTINIANS AND NOT TO BEGIN AS IS PRESENTLY THE CASE.

4. INCIDENTALLY, IT HAS NEVER BEEN CLEAR IN ANYTHING I HAVE HEARD SADAT SAY ON THE SUBJECT EXACTLY HOW COMPLETE THE LINKAGE NEED BE. WOULD FINAL IMPLEMENTATION OF SINAI SECRET

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BILATERAL REQUIRE A COMPLETED WEST BANK/GAZA SETTLEMENT OR SIMPLY EVIDENCE THAT SUCH IS BEING SERIOUSLY NEGOTIATED? MY GUESS IS THAT THE LATTER WOULD SUFFICE AND THAT SADAT WOULD BE WILLING TO IMPLEMENT ALL BUT THE FINAL PHASE OF A SINAI SETTLEMENT IN SUCH CIRCUMSTANCES. AT THAT POINT IN TIME HE COULD AFFORD TO WAIT AND IT WOULD BE ESSENTIAL FOR HIM TO BE ABLE TO SHOW TO THE SAUDIS AND OTHER ARAB BENEFACTORS (AND DEFEND HIMSELF BEFORE HIS ARAB CRITICS) THAT HE IS NOT OPTING OUT BEFORE A COMPREHENSIVE SETTLEMENT IS REACHED.

5. I RECOGNIZE DESIRABILITY GETTING HIM TO BE MORE PRECISE ON WHAT HE HAS IN MIND, ALTHOUGH I DOUBT THAT HE WILL BE INCLINED TO DO SO. I HAVE ASKED FOR A MEETING WITH HIM TODAY OR TOMORROW (FRIDAY) TO DISCUSS SUBJECT. HE IS FASTING TODAY AND PRESIDENCY DIRECTOR KAMEL SAYS HE IS NOT SEEING ANYONE, BUT BELIEVES A MEETING TOMORROW IS POSSIBLE. ON SATURDAY SADAT LEAVES FOR THE WESTERN DESERT AND UPPER EGYPT AND HE MAY BE GONE FOR TEN DAYS.

6. IT WOULD INDEED BE HELPFUL IF I HAD A PRESIDENTIAL MESSAGE TO DELIVER TO SADAT WHEN, HOPEFULLY, I SEE HIM

TOMORROW. THIS WOULD PROVIDE A USEFUL PEG ON WHICH  
PERTINENT REQUEST FOR CLARIFICATION COULD BE HUNG. EILTS

SECRET

NNN

## Message Attributes

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**Channel Indicators:** n/a  
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**Concepts:** POLITICAL SETTLEMENT, PALESTINIANS, NEGOTIATIONS, MILITARY OCCUPIED AREAS, PEACE PLANS, CAT-B  
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**Decaption Date:** 01 jan 1960  
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**TAGS:** PBOR, PEPR, PGOV, EG, IS, XF, (SADAT, ANWAR)  
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**Review Markings:**  
Sheryl P. Walter  
Declassified/Released  
US Department of State  
EO Systematic Review  
20 Mar 2014  
**Markings:** Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014